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## ILLINOIS COMMERCE COMMISSION

#### STATE OF ILLINOIS ILLINOIS COMMERCE COMMISSION

COMMONWEALTH EDISON COMPANY )	
)	Docket No. 00-0259
Petition for expedited approval of )	
implementation of a market-based alternative )	
tariff, to become effective on or before May )	
1, 2000, pursuant to Article IX and Section )	
16-112 of the Public Utilities Act	

#### REPLY BRIEF ON EXCEPTIONS OF ENRON ENERGY SERVICES, INC.

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**DATED:** April 25, 2000

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#### REPLY BRIEF ON EXCEPTIONS OF ENRON ENERGY SERVICES, INC.

Enron Energy Services, Inc. ("Enron"), by its attorneys Piper Marbury Rudnick & Wolfe, renews its objections to both the initial and the revised schedule adopted by the Hearing Examiner in the instant proceeding and, without waiving any objection, hereby submits to the Illinois Commerce Commission ("Commission") its Reply Brief on Exceptions to the Hearing Examiner's Proposed Order issued on April 20, 2000 ("Proposed Order") regarding the petition for approval of a market-based alternative ("Petition") to the Neutral Fact-Finder ("NFF") filed by Commonwealth Edison Company ("Edison") pursuant to Section 16-112(a) and Article IX of the Public Utilities Act (the "Act"), replying to the briefs on exception filed by the Attorney General of the State of Illinois ("Attorney General" or "AG"), the City of Chicago ("City"), CMS Marketing, Trading and Services Company ("CMS"), Commonwealth Edison Company ("Edison"), the Illinois Industrial Energy Consumers ("IEC"), MidAmerican Energy Company ("MidAmerican"), NewEnergy Midwest, L.L.C. ("NewEnergy"), Nicor Energy, L.L.C. ("Nicor"), Sieben Energy Associates ("Sieben"), Peoples Energy Services ("Peoples"), the Staff of the Illinois Commerce Commission ("Staff"), and Unicom Energy, Inc. ("Unicom").

#### **EXECUTIVE SUMMARY:**

# THE ILLEGAL PROCESS AND THE LACK OF RECORD EVIDENCE PRECLUDE THE COMMISSION FROM APPROVING EDISON'S ALTERNATIVE TO THE NEUTRAL FACT-FINDER PROCESS

Enron appreciates the Commission's frustration with the NFF process. It now is obvious to all market participants that the criticisms of the NFF process were correct; summer market values vastly underestimate the actual costs associated with serving retail customers. However, at this point in the instant proceeding, it is equally obvious that the Commission cannot enter a legally sustainable Order approving an alternative to the NFF process.

Edison has placed the Commission in an untenable position.

While Edison's motives are unclear, the result of Edison's actions has been to create uncertainty and customer confusion in the Illinois electric marketplace. From the beginning, Edison should have known that its proposed schedule for the instant proceeding would render the Commission's Order invalid. Edison was aware of parties' due process rights, but nevertheless waited until the eleventh hour to file its proposal; failed to include any work papers with its filing; and demanded that the Commission vote upon its proposal a mere twenty business days after it was filed. Even after parties objected to the truncated process and briefed the due process issues, Edison did not offer an alternative procedure and did not even attempt to provide any legitimate legal support for this unprecedented abridged procedure.

Edison likewise has refused to provide the evidence necessary for the Commission to enter a legally sustainable Order. As outlined in Enron's Brief on Exceptions at pages 3 to 6, even without being afforded their due process rights, the parties to instant proceeding have identified at least **fifteen** separate substantive flaws in Edison's proposal. Edison has failed to

provide any meaningful response to these defects in its proposal. Edison's failure to respond head-on to these criticisms has ensured that sufficient doubt will exist to preclude expedited approval of its proposal.

Finally, Edison's response to the Proposed Order now has guaranteed that the Commission cannot see this proceeding through to a successful resolution. While failing to address the substantive flaws in Edison's proposal, the Proposed Order recommended a solution that would have allowed Edison to prove that its PPO-MI proposal was not the disaster described by its critics. The Proposed Order would have allowed Edison's PPO-MI proposal to operate side-by-side with its existing PPO-NFF tariff, allowing customers to choose which was "the better deal." (See Proposed Order at 24.) But Edison has said that it is unwilling to allow such a real world comparison to occur, indicating that it would prefer to have no solution at all rather than accept the solution recommended in Proposed Order. (See Edison Brief on Exceptions at 2.) Because the Commission cannot mandate that Edison accept changes to the proposal, Edison has guaranteed that the Commission has no choice but to set aside Edison's petition.

Edison has ensured that the Commission would be placed in this impossible predicament and has not tried to help the Commission find a workable solution. The Commission should not now allow Edison to strong-arm the Commission into accepting Edison's unjust and unreasonable proposal.

## PARTIES PROPERLY CHARACTERIZE THE ILLEGAL PROCEDURE THAT WAS EMPLOYED IN THE INSTANT PROCEEDING

Even if the Commission were inclined to endorse the Proposed Order, it could not do so legally given the manner in which the instant proceeding was conducted. The parties to the instant proceeding were virtually unanimous in criticizing the procedure as failing to provide an opportunity for parties to conduct discovery, cross-examine witnesses or present competing viewpoints. (See generally Enron Brief on Exceptions, AG Brief on Exceptions; Central Illinois Light Company Comments; City Comments; CMS Brief on Exceptions; IIEC Brief on Exceptions; MidAmerican Brief on Exceptions; Midwest Independent Power Suppliers Coordination Group Comments; Sieben Brief on Exceptions; Staff Comments.)

Edison has not provided any legal authority that would authorize the procedures adopted in the instant proceeding and has mischaracterized parties' positions. Contrary to Edison's assertions, no party suggested that "several rounds of discovery, several rounds of briefs, and trial-type evidentiary hearings" were required to analyze Edison's proposal. (See Edison Brief on Exceptions, Appendix A at 2.) The procedures adopted in the instant proceeding did not allow for any meaningful discovery, and did not provide for any hearings, any initial briefs or any reply briefs. The parties merely have requested that the Commission use its standard procedures as it evaluates this potentially significant proposal, just as it did last year when it investigated and rejected Edison's proposal to utilize the CINergy index. (See generally Order dated August 24, 1999, Commonwealth Edison Company Petition for Appeal of an Alternative Methodology for Calculating Market Values, ICC Docket No. 99-0171.)

As an initial matter, the Commission should consider the procedural history of the instant proceeding, which is accurately summarized in the Briefs on Exceptions submitted by IIEC and MidAmerican. (See IIEC Brief on Exceptions at 1-2; MidAmerican Brief on Exceptions at 1-2, 5-7.) As IIEC properly recognized "[T]he procedural schedule implemented and followed in this case does not meet any standard of fairness or procedural due process. It is inconsistent with the Commission's own procedural rules and a violation of the law. Therefore, a Commission Order approving the ComEd tariff modifications in this proceeding will be void." (See IIEC Brief on Exceptions at 3.) (Emphasis added.)

Additionally, the Attorney General provides an accurate summary of the statutes, caselaw, and Commission Rules pertaining to parties' procedural due process rights. (See AG Brief on Exceptions at 3-10, 12-15.) As the Attorney General properly warns "[S]hould the Commission approve the HEPO with the flaws described above, such Order is void under Section 10-50(c) of the Illinois Administrative Procedure Act." (See AG Brief on Exceptions at 15.) (Emphasis added.)

There is no valid basis to deny due process to the parties to the instant proceeding. Given the procedures employed, if the Commission were to enter an Order approving Edison's proposal, it would constitute reversible error.

#### III.

#### PARTIES PROPERLY CONCLUDE THERE IS NO LEGALLY SUSTAINABLE BASIS TO APPROVE EDISON'S PROPOSAL

Even if the Commission were to look beyond the illegal process employed in the instant proceeding, it could not approve Edison's proposal because Edison has failed to prove that its proposal is just and reasonable. Edison has not attempted to respond seriously to the various

substantive flaws in its proposal identified by parties to the instant proceeding. (See Enron Brief on Exceptions at 3-6.) Even one party who supports adoption of the Edison proposal recognizes that the record does not support a finding that Edison's proposal is just and reasonable. (See Sieben Brief on Exceptions at 1.)

The Commission must not allow Edison to respond to these substantive flaws during the Reply Brief on Exceptions phase of the instant proceeding. Such new arguments certainly would be untimely, but would be consistent with Edison's failure to recognize other parties' due process rights. If there were a record in the instant proceeding, it already would be closed.

These issues have been squarely before Edison throughout this expedited proceeding. As stated in Enron's Brief on Exceptions at page 3, the Proposal Order itself seems to recognize that Edison's proposal is flawed. Edison has chosen not to respond. If Edison now attempts to respond to these issues, it would further highlight the need for hearings that afford parties a fair and adequate opportunity to probe or analyze Edison's proposal, including the right to conduct discovery, present witnesses, cross-examine other parties' witnesses, and submit initial and reply briefs.

Edison, in its Brief on Exceptions, brazenly refers to "record evidence." (See Edison Brief on Exceptions at 8.) However, due to the process employed in the instant proceeding, there is neither a true "record" nor actual "evidence," rather there only have been untested and unproven assertions from Edison's employees who blindly speculate without citing any outside authority.

Eventually, even Edison appears to recognize that it must try to reach outside the confines of the instant proceeding to find support for its proposal, looking instead to purported discussions in workshops and secret responses to unauthorized data requests. (See Edison Brief

on Exceptions at 8; Edison Brief on Exceptions, Appendix A at 2.) However, as Enron and IIEC have explained fully, workshops are not a substitute for hearings. (See Objection and Verified Comments of Enron at 18; IIEC Objection at 3.) The unsworn assertions by Edison employees in workshops are even less credible than the unsubstantiated assertions in its testimony. Similarly, the Commission should not believe that Staff's admittedly "extremely limited" review is a substitute for parties' due process rights. (See Staff witness Zuraski Direct Testimony at 19, line 402.)

Edison is reduced to having its attorneys make unsupported factual assertions in its Brief on Exceptions. For example, without citation or explanation, Edison's attorneys assert that the modifications suggested in the Proposed Order would make it "more difficult for those retail providers who directly supply customers to attract and retain customers in the long term." (See Edison Brief on Exceptions at 3.) Enron vigorously denies this assertion. Providers that directly supply customers still would be able to take advantage of Edison's wholesale tariff; as a result, if Edison's assertion is true that the PPO-MI is more attractive than the PPO-NFF, then such suppliers will be able to attract and retain customers. Enron's position is confirmed by the fact that approximately half of the parties who originally supported Edison's original proposal now support the modifications contained in the Proposed Order. (See generally NewEnergy Brief on Exceptions; Nicor Brief on Exceptions; Peoples Brief on Exceptions; Sieben Brief on

Edison fails to fully explain the implications of its assertions that the Commission could subsequently modify Edison's Rider PPO-MI. (See Edison Brief on Exceptions at 4.) Essentially, Edison is suggesting that the Commission could approve Rider PPO-MI in April, initiate an investigation in May, and suspend the tariff in June. (See id. at 5.) However, as

Edison admits, uncertainty in the marketplace inhibits customer choice and leads to customer confusion. (See id. at 3, 5.) No result would be more uncertain than that which has been proposed by Edison.

Even though opponents to Edison's proposal have been procedurally hamstrung, as time passes and parties comment, the luster has faded off of Edison's proposal. The Commission cannot approve an Order without recommending substantive modifications to resolve the flaws identified by the parties. Edison's failure to respond to the legitimate concerns and substantive flaws further demonstrates that the proposed tariffs are unjust and unreasonable. Given the lack of evidence in the record, if the Commission were to enter an Order approving Edison's proposal, it would constitute reversible error.

#### IV.

#### **CONCLUSION**

The schedule adopted in the instant proceeding has not allowed adequate time for the parties to fully address and analyze the issues, much less propose alternatives of their own. This schedule does not allow for the Commission to be fully informed or have a full record upon which to deliberate on these very important issues. As the Attorney General properly recognized, Edison has presented the Commission with a Hobson's choice: approve Edison's proposed Rider PPO-MI for one year without the hearing required by law or delay the implementation of an alternative to the neutral fact-finder process. (See AG Brief on Exceptions at 1.)

As desirable as it may be to move to an alternative to the NFF, that movement should not be undertaken if there are too many open questions about the effect of so doing. The Commission should reject Edison's proposal. If, however, the Commission does decide to approve an alternative to the NFF, the Commission should adopt the provision of the Proposed

Order that would require that Edison to contemporaneously continue to offer its existing Rider PPO-NFF tariff.

WHEREFORE, in accordance with arguments herein, and in its Objection and Verified Comments and Brief on Exceptions, Enron Energy Services, Inc. respectfully request that the Commission revise the Proposed Order to:

- (1) Deny Edison's Petition, consistent with the arguments contained herein or, in the alternative, set an appropriate schedule that does not violate the due process rights of the parties to the instant proceeding;
- (2) Schedule continued meetings of the Electric Policy Committee with representatives of and participants in other exchange traded indices, including but not limited to Palo Verde, CINergy, COB, PJM, TVA, and ERCOT, in order to develop an appropriate and workable alternative to the NFF process;
- (3) If the Commission decides to approve an alternative to the NFF over the objection of Enron, the Commission should require that Edison continue to offer its existing Rider PPO-NFF tariff; and
- (4) Grant such further additional or different relief as the Commission deems appropriate.

#### Respectfully submitted,

#### ENRON ENERGY SERVICES, INC.,

By:

One of Its Attorneys

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Dated: April 25, 2000

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#### **NOTICE OF FILING**

Please take note that on April 25, 2000 we mailed an original and twelve (12) copies of the Reply Brief on Exceptions of Enron Energy Services, Inc. in the above-referenced proceeding to the Chief Clerk of the Illinois Commerce Commission, Donna Caton, 527 E. Capitol Avenue, P.O. Box 19280, Springfield, IL 62794-9280.

Dated: April 25, 2000

David I. Fein

#### **CERTIFICATE OF SERVICE**

I, David I. Fein, certify that copies of the foregoing Reply Brief on Exceptions of Enron Energy Services, Inc. were served upon the parties on the attached service list via U.S. Mail and electronic delivery from 203 N. LaSalle Street, Chicago, Illinois 60601 on April 25, 2000.

David I. Fein

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